

TEXT OF TELEGRAM 83ISLAMA004508

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PAGE 01 ISLAMA 04508 01 OF 03 140904Z  
ACTION RP-10

INFO OCT-00 CCPY-01 ADS-00 AID-07 DIC-02 EB-08 IO-15  
NEA-05 COME-00 HA-08 TRSE-00 STR-14 AGR-01 USIE-00  
SR-06 /078 W

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R 140857Z MAR 83  
FM AMEMBASSY ISLAMABAD  
TO SECSTATE WASHDC 2141  
INFO AMEMBASSY ROME  
AMEMBASSY KASUL  
USMISSION GENEVA  
AMCONSUL KARACHI  
AMCONSUL LAHORE  
AMCONSUL PESHAWAR POUCH

CONFIDENTIAL SECTION 01 OF 03 ISLAMABAD 04508

STATE FOR RP AND NEA/PAB

AID FOR AID/FFP AND ASIA/PNS

ROME FOR FODAG

E.O. 12356: DECL OADR  
TAGS: SPEC, WF  
P, PK, AF  
SUBJECT: WFP OVERVIEW, MARCH 1983

1. (C) ENTIRE TEXT.

2. SUMMARY. THIS IS THE FIRST OF A SERIES OF MONTHLY REPORTS DEALING WITH FACETS OF THE FOOD DISTRIBUTION PROGRAM OF THE WORLD FOOD PROGRAM (WFP) FOR AFGHAN REFUGEES IN PAKISTAN. IT IS BASED LARGELY ON INTERVIEWS WITH WFP PERSONNEL AND TRAVELS IN THE NWFP AND BALUCHISTAN. THE AFGHAN REFUGEE PROGRAM CONTINUES TO BE SUCCESSFUL IN ACHIEVING ITS GOALS: FOOD SUPPLIES ARE REACHING THE REFUGEE POPULATION, THE LARGEST GROUP OF REFUGEES IN THE WORLD TODAY, AND THE INCIDENCE OF MALNUTRITION APPEARS SMALL. THERE HAS BEEN NO KNOWN STARVATION. HOWEVER THERE CONTINUE TO BE A NUMBER OF AREAS OF CONCERN NOTED BELOW WHICH WE WILL CONTINUE TO MONITOR AND DISCUSS WITH GOP AND WFP OFFICIALS IN THE COMING MONTHS.  
END SUMMARY.

PAGE 02 ISLAMA 04508 01 OF 03 140904Z

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298

PAGE NO. 1

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299

813

3. ARRIVAL OF WFP SUPPLIES AT KARACHI PORT. ALL WFP COMMODITIES (WHEAT, DSM, EDIBLE OIL) ARRIVE AT KARACHI PORT. SINCE THE START OF THE WFP REFUGEE RELIEF PROGRAM HERE, DELAYS OF COMMODITY SHIPMENTS IN THE PORT HAVE FROM TIME TO TIME RESULTED IN SUPPLY GAPS AT THE CAMPS. SOME SERIOUS. RECENTLY RP PROGRAM OFFICER SYLVIA BAZALA VISITED KARACHI PORT AND TALKED WITH WFP PERSONNEL THERE. SHE OBSERVED THAT THE WFP IN KARACHI HAS CONTRACTED WITH "INTERNATIONAL FREIGHT FORWARDERS", A LOCAL FIRM, TO TAKE CARE OF OFF-LOADING AND CLEARANCES. IN LATE 1982 THE COMMISSIONER FOR AFGHAN REFUGEES GAVE PARTIAL RESPONSIBILITY FOR ADMINISTERING THE TRANSPORT OF COMMODITIES TO THE REFUGEES TO THE NATIONAL LOGISTIC CELL (NLC), A PAKISTAN ARMY ORGANIZATION. THE NLC ASSUMES CHARGE AS SOON AS THE INCOMING VESSEL IS AT THE OUTER ANCHORAGE OF KARACHI PORT. CONSEQUENTLY THE WFP REPRESENTATIVE IN KARACHI DOES NOT BELIEVE THAT WFP HAS RESPONSIBILITY AFTER THE SHIP ARRIVES AT THE PORT AND THEREFORE DOES ALMOST NO DIRECT MONITORING OF THE OFF-LOADING. WE BELIEVE THAT IMPROVED PORT MONITORING WOULD HELP IDENTIFY AND PERHAPS ELIMINATE SPECIFIC BOTTLENECKS IN THE PORT, AS WELL AS REDUCE THE POSSIBILITY OF DIVERSION OF SUPPLIES THERE. WE WILL RAISE THIS QUESTION WITH WFP/ISLAMABAD AT AN EARLY OPPORTUNITY.

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PAGE 03 ISLAMABAD 04508 01 OF 03 140904Z

4. RAIL SHIPMENT. MOST WFP EDIBLE OIL AND DSM IS SHIPPED DIRECTLY FROM KARACHI PORT BY RAIL TO THE RAILHEADS AT PESHAWAR AND QUETTA. THE GOVERNMENT HAS GIVEN TOP PRIORITY TO RAIL SHIPMENTS OF WFP COMMODITIES, BUT IS HAMPERED BY LACK OF RAILWAY CARS. BETWEEN 100 AND 200 RAILWAY WAGONS A DAY ARE NEEDED TO ENSURE RAPID CLEARING OF KARACHI PORT OF WFP COMMODITIES. BUT OFFICIALS OF SAFRON (THE STATES AND FRONTIER REGIONS DIVISION, AN AUTONOMOUS GOP AGENCY) TELL US THAT THE PAKISTAN RAILWAY HAS ONLY BEEN ABLE TO MAKE BETWEEN 60 AND 80 WAGONS A DAY AVAILABLE. THIS IS UNFORTUNATE AS RAIL SHIPMENT COSTS LESS THAN A THIRD THE COST OF SHIPMENT BY TRUCK.

5. WHEAT. WHEAT HAS BEEN SUBJECT TO A DIFFERENT ARRANGEMENT FROM THE OTHER COMMODITIES. MOST WHEAT FROM WFP DONOR COUNTRIES IS DISTRIBUTED IN THE SIND. WHILE THE GOP USES ITS OWN SUPPLIES IN THE PROVINCES LOCATED NEARER THE CONCENTRATIONS OF REFUGEES TO SUPPLY THE REFUGEES, ON A REPLENISHMENT BASIS. THIS ARRANGEMENT CAN RESULT IN SUBSTANTIAL SAVINGS ON INTERNAL TRANSPORT COSTS, BUT, AS MENTIONED IN THE REPORT ON THE AFGHAN REFUGEE FEEDING PROGRAM PREPARED BY THE AID/W TEAM IN JANUARY 1983, THE GOP HAS NOT BEEN ABLE TO AVAIL ITSELF OF THE POTENTIAL SAVINGS FOR VARIOUS REASONS. THESE INCLUDE IRREGULAR ARRIVAL OF DONOR SHIPMENTS FROM ABROAD.

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PAGE NO. 2

301

300

ERRATIC SUPPLY OF RAIL CARS. LACK OF STORAGE FACILITIES IN THE SIND, AND WHEAT SHORTAGES IN THE PROVINCES WHERE REFUGEES LIVE. CONSEQUENTLY SOME WHEAT HAS HAD TO BE MOVED DIRECTLY BY TRUCK (OR RAIL) FROM KARACHI PORT TO THE RAILHEADS NEAR REFUGEE CAMPS. MOREOVER WHEN SHIPMENTS OF RED WHEAT ARRIVE, AS THIS VARIETY OF WHEAT IS NOT PALATABLE TO MOST PAKISTANIS, THE GOP MUST SHIP IT ALL TO DISTRIBUTION POINTS IN THE NWFP AND BALUCHISTAN WITH SUBSTANTIALLY HIGHER COSTS (SEE ISLAMABAD 3936). ALL THIS HAS MADE IT DIFFICULT FOR THE GOP TO BENEFIT

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PAGE 04 ISLAMA 04508 01 OF 03 140904Z

FROM ALL THE ECONOMIES OF TRANSPORTATION INHERENT IN A SMOOTHLY FUNCTIONING REPLENISHMENT SYSTEM.

CONFIDENTIAL

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302

PAGE NO.

3

303

ADP528  
CONFIDENTIAL

PAGE 01 ISLAMA 04508 02 OF 03 140906Z  
ACTION RP-10

INFO OCT-00 COPY-01 ADS-00 AID-07 OIC-02 EB-08 IO-15  
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C O N F I D E N T I A L SECTION 02 OF 03 ISLAMABAD 04508

STATE FOR RP AND NEA/PAB

AID FOR AID/WFP AND ASIA/PNS

ROME FOR FODAG

6. FROM RAILHEAD TO CAMP: U.S.-DONATED TRUCKS INVALUABLE. IN LATE 1982 THE NLC TOOK OVER THE TRANSPORTATION OF REFUGEE COMMODITIES FROM THE RAILHEADS TO THE CAMPS USING A FLEET OF 240 INTERNATIONAL HARVESTER TRUCKS DONATED BY THE U.S. FOR REFUGEE ASSISTANCE, AS WELL AS SOME TRUCKS FROM WEST GERMANY AND JAPAN. IN TAKING CONTROL OF TRANSPORTATION OF RELIEF SUPPLIES FROM THE RAILHEADS TO THE CAMPS, THE GOP HAS ELIMINATED A GOOD DEAL OF THE PILFERAGE THAT OCCURRED WHEN PRIVATE TRUCKERS WERE RESPONSIBLE FOR THE TRANSPORTATION. BOTH WFP AND GOP OFFICIALS HAVE NOTED INCREASED EFFICIENCY IN TRANSPORTING RELIEF SUPPLIES FROM THE RAILHEADS TO THE CAMPS SINCE THIS NEW SYSTEM WAS BEGUN. U.S. MISSION STAFF IN PESHAWAR.  
CONFIDENTIAL  
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PAGE 02 ISLAMA 04508 02 OF 03 140906Z

KARACHI AND ISLAMABAD HAVE SEEN THESE TRUCKS AT WIDELY SCATTERED PLACES IN THE NWFP AND BALUCHISTAN. U.S. TRUCKS HAVE ALSO BEEN USED IN MOVING REFUGEES TO THE NEW CAMP AT ISSA KHEL (MIANWALI DISTRICT) IN THE PUNJAB.

7. HOW MANY BENEFICIARIES? THROUGHOUT 1982 WFP OPERATED ON THE ASSUMPTION THAT THERE WERE 2.2 MILLION RATION RECIPIENTS, AND WFP IS CONTINUING TO USE THIS AS A WORKING FIGURE IN 1983. DISTRIBUTION OF FOOD TO THE BENEFICI-

PAGE NO. 4

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301

305

ARIES IS HANDLED BY OFFICIALS OF THE OFFICES OF THE DEPUTY COMMISSIONERS OF REFUGEES IN THE NWFP AND BALUCHISTAN. WFP REGIONAL OFFICES IN PESHAWAR AND QUETTA KEEP A TALLY OF COMMODITIES RECEIVED AND DISTRIBUTED, AND MAKE FREQUENT TRIPS TO THE CAMPS FOR MONITORING PURPOSES. WFP/PAKISTAN IS SATISFIED THAT ALL THE FOOD IS DISTRIBUTED ALTHOUGH NOT EXCLUSIVELY TO ELIGIBLE REFUGEES, AND THAT ALL ELIGIBLE REFUGEES GET SOME FOOD EVEN IF THEY DO NOT GET THEIR FULL RATION.

8. GDP DISTRIBUTION CONTROL. THE GOVERNMENT OF PAKISTAN CONTROLS THE DISTRIBUTION OF REFUGEE SUPPLIES. A DECISION WITH WHICH WFP OFFICIALS HERE CONCUR. REFUGEES IN A NUMBER OF CAMPS, HOPEFUL OF RECEIVING MORE SUPPLIES, HAVE ASKED THE REFUGES WHY THE WFP DONOR GOVERNMENTS DON'T GIVE OUT THEIR OWN DONATIONS. COMMENT: THIS WOULD INVOLVE ALL THE DONOR NATIONS IN COSTLY IF NOT IMPOSSIBLE BUREAUCRATIC CHORES, AND IT IS HIGHLY UNLIKELY THAT DONOR COUNTRY PERSONNEL WOULD BE ALLOWED INTO THE TRIBAL AREAS WHERE MANY REFUGEES ARE LOCATED. END COMMENT.

9. SIZE OF RATIONS. WHILE WFP/ROME CONTINUES TO WRESTLE WITH THE QUESTION OF REDUCTION IN SIZE OF CHILDREN'S RATIONS (SEE ISLAMABAD 762), THE CHILDREN CONTINUE TO  
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PAGE 03 ISLAMA 04508 02 OF 03 140906Z

GET FULL ADULT RATIONS. WFP NUTRITION EXPERTS HAVE ESTABLISHED THE FOLLOWING DAILY PER CAPITA RATIONS FOR WFP AND UNHCR DISTRIBUTED ITEMS: 500 GRAMS WHEAT, 30 GRAMS EDIBLE OIL, 30 GRAMS MILK POWDER, 20 GRAMS SUGAR, AND 3 GRAMS TEA. A FURTHER QUESTION, WHICH - ACCORDING TO THE WFP AREA OFFICER FOR THE NWFP - ARISES BECAUSE OF THE WILLINGNESS OF THE REFUGEES TO BE LESS THAN COMPLETELY HONEST IN ACCEPTING RATIONS, IS WHETHER THE WHEAT RATION OF 500 GRAMS PER PERSON PER DAY IS "NECESSARY". WFP FIELD PERSONNEL HAVE OBSERVED THAT WHEREAS INITIALLY (1980) THE REFUGEES WERE OFTEN PROUD TO THE POINT OF NOT ACCEPTING FOOD ASSISTANCE AT ALL, NOW SOME CHEAT "OPENLY" IF GIVEN THE OPPORTUNITY.

10. WFP STAFFING. THE WFP FIELD OFFICES HERE ARE NOT OVERSTAFFED. LONG DISTANCES AND POOR ROAD CONDITIONS IN THE NWFP AND BALUCHISTAN HAVE MEANT THAT WFP PERSONNEL HAVE TO SPEND A GREAT DEAL OF TIME ON THE ROAD IN THEIR EFFORT TO MONITOR THE FOOD DISTRIBUTION. THE SECURITY SITUATION IN CERTAIN AREAS HAS BEEN SUCH THAT NOT ONLY EXPATRIATE PERSONNEL BUT EVEN PAKISTANI WFP OFFICERS HAVE BEEN UNABLE TO VISIT CERTAIN AREAS (NOTABLY THE KURRAM VALLEY) FOR WEEKS AT A TIME. WFP/PAKISTAN HOPES TO GET PERSONNEL BACK INTO THE KURRAM VALLEY IN MARCH. THE WFP IS CURRENTLY CONSIDERING WHETHER TO INCREASE ITS STAFF IN BALUCHISTAN.

PAGE NO. 5

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306

307

TEXT OF TELEGRAM 801SLAMAC04508

813

11. CONTINUING MALPRACTICES. THE WFP HAS TO REMAIN  
CONSTANTLY ON THE LOOKOUT FOR MALPRACTICES. EACH PRO-  
VINCIAL WFP DIRECTOR WORKS CLOSELY WITH THE DEPUTY COM-  
MISSIONER FOR AFGHAN REFUGEES IN HIS PROVINCE. IN LATE  
1982 THE PESHAWAR DEPUTY REFUGEE COMMISSIONER WAS FOLLOWING

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308

PAGE NO. 6

309

ADP630  
CONFIDENTIAL

PAGE 01 ISLAMA 04508 03 OF 03 140908Z  
ACTION RP-10

INFO 001-00 COPY-01 ADS-00 AID-07 OIC-02 ER-08 IO-15  
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R 140857Z MAR 83  
FM AMEMBASSY ISLAMABAD  
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INFO AMEMBASSY ROME  
AMEMBASSY KARUL  
USMISSION GENEVA  
AMCONSUL KARACHI  
AMCONSUL LAHORE  
AMCONSUL PESHAWAR POUCH

CONFIDENTIAL SECTION 01 OF 03 ISLAMABAD 04508

STATE FOR RP AND NEA/PAB

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ROME FOR FUDAG

UP ON THE STATUS OF A NUMBER OF PENDING CASES INVOLVING  
SHORT DELIVERY. THE WFP REPRESENTATIVE IN PESHAWAR HAS  
CHARACTERIZED THE DEPUTY COMMISSIONER'S ACTIONS ON MAL-  
PRACTICE CASES AS PROMPT AND DECISIVE. CONSUL PESHAWAR  
HAS REPORTED THE DISMISSAL OF A LARGE NUMBER OF INDIV-  
IDUALS CHARGED WITH IRREGULARITIES IN THE DISTRIBUTION  
OF RELIEF GOODS IN THE NWFP (SEE ISLAMABAD 03588.  
REPEATING PESHAWAR 200). DEPUTY COMMISSIONER ABDULLAH  
HAS RECENTLY ASSIGNED A TRUSTED OFFICER TO MOVE ABOUT  
AND FOLLOW DISCREETLY THE MOVEMENT OF FOOD RELIEF ITEMS.  
REPORTING DIRECTLY TO HIM IN CONFIDENCE ABOUT ANY SHORT  
DELIVERIES OR DIVERSIONS. IN JANUARY OF THIS YEAR, THE  
WFP REP IN PESHAWAR BROUGHT THE FOLLOWING PROBLEMS TO  
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PAGE 02 ISLAMA 04508 03 OF 03 140908Z

THE ATTENTION OF THE DEPUTY COMMISSIONER: (1) IN NORTH  
WAZIRISTAN THE MALIKS AND THEIR REPRESENTATIVES, WHO  
COLLECT FOOD IN BULK AND DISTRIBUTE IT TO THEIR OWN  
PEOPLE, ARE KEEPING THE EXCESS QUANTITIES IN THEIR OWN  
GO-DOWNS. (2) IN MANY GO-DOWNS IN NORTH WAZIRISTAN  
SUPPLIES ARE SUBSTANTIALLY LARGER THAN STOCK BOOK  
BALANCES; AND (3) IN MALAKAND FOOD HAS BEEN DISTRIBUTED  
THROUGH THE MALIKS WITHOUT DISBURSEMENT RECORDS BEING  
KEPT OR THE COLLECTION OF THUMB IMPRESSIONS FROM THE

PAGE NO. 7

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310

311

## REFUGEES.

12. CONTINUING LOSSES AT THE DISTRICT LEVEL. IN BALUCHISTAN THE WFP REPRESENTATIVE REPORTS CONTINUING LOSSES OF FOOD SUPPLIES FOR REFUGEES AT THE DISTRICT LEVEL. HE IS CONTINUING HIS EFFORTS AT REENUMERATION OF REFUGEES (SEE ISLAMABAD 19921, PARA 13 AND 14), AND COL. RAUF, THE PROVINCIAL DEPUTY COMMISSIONER FOR REFUGEES IS CONTINUING TO NEGOTIATE NUMBERS CAMP BY CAMP AND MALIK BY MALIK. THIS EFFORT NOTWITHSTANDING, REPORTS OF SUBSTANTIAL DIVERSION OF FOOD SUPPLIES PERSIST IN BALUCHISTAN.

13. THE "NUMBERS GAME". AS DEPT AND AID/W ARE WELL AWARE, THE NUMBERS QUESTION IS "ALWAYS THERE". THE CURRENT NUMBER OF "REGISTERED WFP RATION RECIPIENTS" IS 2.2 MILLION. THIS IS SUBSTANTIALLY LESS THAN THE GOP END OF 1982 TOTAL OF 2,874,944 REFUGEES (SEE ISLAMABAD 2650), WHICH IS THE FIGURE ON WHICH THE GOP BASES ITS ALLEGED COSTS, INCLUDING MONTHLY CASH ALLOWANCES (WHICH ARE IN FACT RARELY PAID TO REFUGEES MORE THAN ONCE A YEAR). THERE IS LITTLE DOUBT THAT REGISTRATION FIGURES ARE INFLATED; THE QUESTION IS WHETHER IT IS BY A TOLERABLE OR EXCESSIVE AMOUNT. THE PRINCIPAL AREAS OF INFLATION ARE BOGUS REGISTRATION, EXAGGERATED FAMILY SIZE, AND  
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PAGE 03 ISLAMA 04508 03 OF 03 140908Z

DOUBLE REGISTRATION. FOR THE PAST SEVERAL MONTHS REFCOUNS HAS URGED GOP OFFICIALS ON MANY OCCASIONS TO CONTINUE EFFORTS AT REENUMERATION. YET DURING THE RECENT VISIT OF RP PROGRAM OFFICER BAZALA, DEPUTY COMMISSIONER ABDULLAH IN PESHAWAR CALLED THE REENUMERATION "COMPLETED".

14. OTHER DONORS. THE U.S. IS AND IS LIKELY TO REMAIN THE MAJOR DONOR OF WFP COMMODITIES. OTHER BIG DONORS IN 1982-83 HAVE BEEN THE EEC, FRANCE, AUSTRALIA, AND CANADA.

15. PLEDGING. THE NEXT PLEDGING CONFERENCE FOR WFP/PAKISTAN WILL TAKE PLACE IN EARLY 1984.

16. CONCLUSION. THE WFP PROGRAM FOR FEEDING AFGHAN REFUGEES IN PAKISTAN HAS ACHIEVED ITS FUNDAMENTAL GOALS. FOOD SUPPLIES ARE REACHING THE REFUGEES. THE WHEAT DELIVERY SYSTEM IS SUCCESSFUL TOO IN ITS POLITICAL DIMENSION. YET THERE ARE A NUMBER OF AREAS HIGHLIGHTED ABOVE WHERE PERFORMANCE NEEDS TO BE IMPROVED, AND WHERE WE WILL CONTINUE TO EMPHASIZE PROGRAM CREDIBILITY TO ENSURE CONTINUING STRONG INTERNATIONAL SUPPORT.

17. KABUL MINIMIZE CONSIDERED. SPIERS

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312

PAGE NO. 8

313



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314

PAGE NO. 9

315